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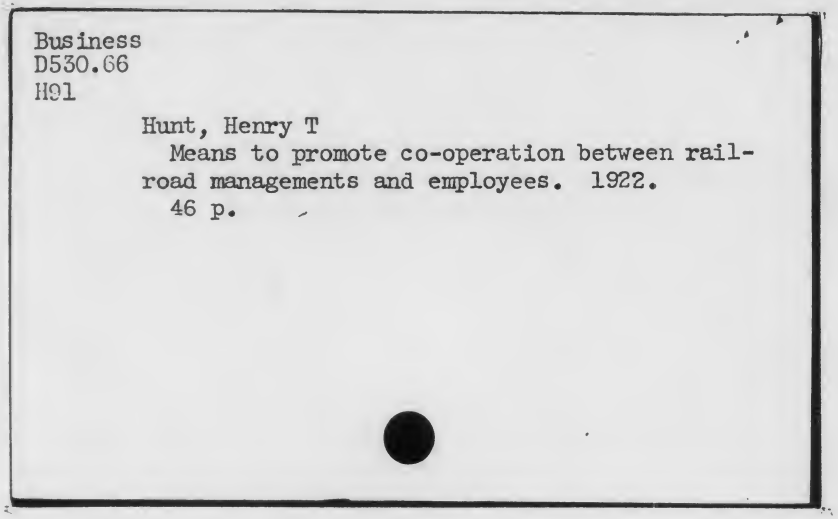
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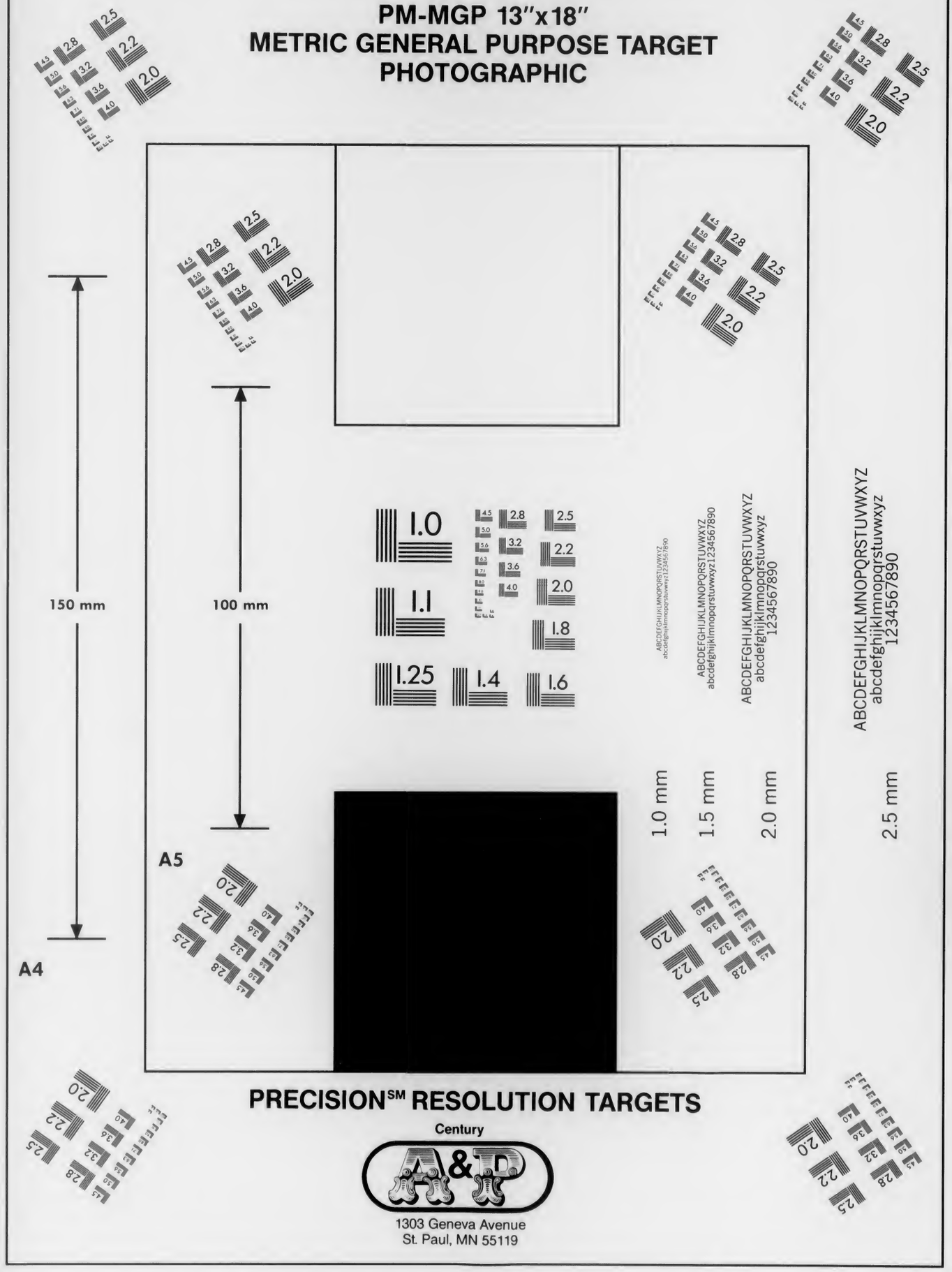

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MEANS TO PROMOTE CO-OPERATION BETWEEN RAILROAD MANAGEMENTS AND EMPLOYEES

By

HENRY T. HUNT

Late Member Railroad Labor Board

807 Pershing Sq. Bldg.

June 20th, 1922

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MEANS TO PROMOTE CO-OPERATION BETWEEN RAILROAD MANAGEMENTS AND EMPLOYEES

CO-OPERATIVE SPIRIT ESSENTIAL TO SOLUTION OF RAILROAD PROBLEM

The problem of management is so to direct the combination of plant and person constituting the railroad that it may serve economically and adequately the public's railroad transportation needs. The method of solution hitherto applied has been mechanical. It has concerned itself almost solely with processes, appliances and finance. The factor in the combination which is alive and responsive, the personnel, has been neglected. If the problem is to be solved by railread managements; if the public is to be economically and adequately served, the management's attention must be concentrated on the two million men who in fact move the railroad commerce of the country. It is by furthering their devotion to the service that management and men may attain higher satisfaction, the investor may be provided for and the public need may be met. The desire to co-operate must be substituted for the distrust, hostility and consequent friction which now marks the interaction of the two living parts of the combination, the management and the personnel, called employees, but in a true conception of the relationship, partners.

AVENUES TO GREATER SELF REALIZATION FOR EMPLOYEES MUST BE PROVIDED

Mechanics and finance have preempted the minds of railroad management long enough. Psychology and the technique of industrial politics must now have attention. The two million men, who move the railroad commerce of the country are not two million machines. Their zest in applying their minds and muscles to the railroad plant determines how cheaply, safely and speedily commerce moves. They do not respond to the application of power. They are individuals controlled by complex instincts and desires which determine what portion of his mental and physical energy each will apply to the job. Each applies, over the minimum necessary to hold it, energy in proportion to the satisfaction he finds in the work and its surroundings. The great mass find their satisfaction unnecessarily meager. Satisfaction is not made up of fair wages only. Men desire also self-expression, the fulfillment of the creative instinct, food for self-respect; recognition of workmanlike abilities. There are social longings also; the wish to be directed by admired men, the wish to be surrounded by congenial associates. They demand above all what may be called political rights in industry, the right to participate in decisions affecting their welfare, the right to participate in management to the extent of their ability. By the possession of this right and its exercise the other desires stated may be best fulfilled. These very human and natural desires, it is believed, are not adequately realized by railroad managements. Denial of outlet for them leads to the suppression of intellectual and physical energies which it would be agreeable to apply to work, or diverts them to destructive objectives. Energies will be released, will be made available for the increase of production and thus become serviceable to society in proportion as these wishes are fulfilled. To secure co-operation from railroad employees avenues must be opened which afford opportunity for such satisfaction.

PRESENT OPPORTUNITIES FOR SELF-EXPRESSION

A survey of the railroad service shows railroad managers not yet grasping and applying to its full meaning the fact that railroad workmen are 100% men. Financial and mechanical problems have forced themselves continuously on managerial attention and have jostled human relations into the backgrounds. It might have been supposed that the transportation industry which is officered and manned in great part by native born Americans belonging to a race trained for generations in self government would have been the first to develop and apply political machinery to industry. However, little or nothing has been done. Some benefits, such as pensions, insurance, have been handed down from above in an effort to purchase loyalty, but nothing real and substantial to develop and utilize by self exercise the reserves of capacity and energy possessed by railroad employees. The result of the omission has been to evoke the determination of railroad employees to force their recognition as dangerous combatants, if not as men worthy of co-operation. Their powers have thus been diverted from constructive to destructive uses.

EVEN MATERIAL INCENTIVES FOR CO-OPERATION LACKING

What incentive have railroad employees to exert themselves physicially or intellectually beyond a jobholding minimum? With the creative desire comes the chilling thought that such exertion will benefit only the remote stockholders. To be a part of a prosperous enterprise is some satisfaction and prosperity enables the management to maintain way and equipment in first-class condition, to provide first-class service and so promotes safety and regularity of employment. Yet these benefits are too remote to constitute an incentive to individual workmen. Extra effort will not raise wages or improve working conditions. They are standard and have no relation to profits. On the employee's estimate of probabilities the hope of promotion perhaps influences one out of ten. The effectiveness of this incentive is reduced by the desire to be loyal to one's associates. Loyalty involves not showing up the slow. The appearance of currying favor with the company at their expense must also be avoided.

There is now little material incentive for physical or mental co-operation beyond the minimum.

EFFECT OF OLD AND PRESENT CONFLICTS ON CO-OPERATIVE SPIRIT

There is not only a lack of available opportunity for self-expression in the railroad service, denial of full recognition of employees as men and a lack of material incentives, but ancient grudges and present conflicts also tend to stifle the co-operative spirit.

There has long been conflict between the management's desire to earn dividends or interest and the employee's desire for high wages. Each side accordingly is organized for defense and offense; the men into national and international unions, the managements into associations of executives and banking groups controlling railroads. The employees' organizations strive to raise wages and they have found the possession of economic power (the ability to call an effective strike) a potent argument. The executives' associations and banking groups try to hold wages down, often it would seem without due regard to the justice of the demands. Reprisal and counter reprisal have followed. The conflict as to wages has thus come to color to the relationship.

THE RELATION NOT IN FACT HOSTILE

A more accurate conception by both sides of the true nature of the relationship as something in the nature of a partnership, will help to transform the spirit of combat into one of joint action to realize joint interest. To determine to what extent the relation is hostile and to what extent the interests of management and employees are substantially identical and stronger co-operation may be intelligent, it should be considered how far those interests go along with each other and where they conflict. The paths of common interest and the points of collision can be mapped out and fixed by tracing what the management seeks and what the men strive for and need.

OBJECTIVES OF MANAGEMENTS

The primary objective of railroad management is so to utilize and direct the combination of plant

and personnel under its control as to serve adequately the railroad transportation needs of the public within its field.

The second objective is so to direct as to benefit stockholders.

OBJECTIVES OF MEN

Each employee strives for:

1. Economic security; earnings sufficient to maintain a reasonable standard of living.
2. Fair working conditions.
3. (a). Recognition as a hundred per cent twentieth century man convinced of his birth right to citizenship in industry. This includes recognition of his obligations as well as the assertion of rights, responsibility for production as well as participation for self-interest in decisions. (b) Opportunity to exercise the creative instinct in his work. (c) Consciousness of self-respect; he wishes to be conscious of recognition as a technician of value both by the management and his associates. (d) The fulfillment of social desires, the desire to be ably led, to admire a leader, to be regarded with approval in all respects by associates.

The most consciously held and most strongly asserted objective of this category is the desire to be at least consulted on decisions affecting his welfare.

INTERESTS OF THE PARTIES, EXCEPT IN PART AS TO WAGE RATES NOT CONFLICTING

The fulfillment of these desires is in general consistent with the objectives of managements. In fact not only is their interest not diverse, but

progress toward the attainment of the personnel's desires will aid the attainment of the management's objectives.

FUNCTION OF FIXING WAGE RATES, FORMERLY PRINCIPAL BASIS OF CONFLICT, NOW REMOVED TO LABOR BOARD

Railroad managers are apparently proceeding in pursuance of a common policy to standardize wage rates in the same "region." They wish this standard to be the maximum. The railroad labor organizations strive to establish a standard as a minimum. Perhaps certain railroads would build up a more efficient force by agreeing with their own employees on higher than standard rates. But experience has convinced managements that competition for workmen through wage rates is injurious. The railroad labor organizations hold their membership to the policy that wage rates determined by the Labor Board be the minimum. The managements have found that a concession in wage rates to any class of employees had led to demands from the rest, also that a concession has led to agitation for similar action on other railroads where like conditions do not prevail.

Railroad managers and organizations of employees for these among other reasons will not agree in conference. Wage rates are thereupon fixed by the Railroad Labor Board and this responsibility has thus been removed from managements.

THE RESIDUE OF FACTORS OF RELATION LEND THEMSELVES TO CO-OPERATION ARRIVED AT BY CONFERENCE

With wage rates practically no longer a subject matter of conflict between particular railroads and its employees it would seem that the residue of the factors of the relation and the reasonable attainment by each party of its desires are not in conflict but helpful to the other. It is certainly in the interest of the management to further the men's wishes. An organization's productivity increases with faith in the management's good wishes and good deeds toward it. There is a best method by which to agree on what interests are joined and one method to agree also on means to promote them. This method is by conference. Possibly the paramount subject matter for such conference helpful to both sides is continuity of employment.

CONTINUITY OF EMPLOYMENT BENEFICIAL TO ALL PARTIES

While wage rates must be standard, a railroad company may increase its employees' earnings with benefit to itself and thus promote in their minds realization of joint interest. Improving continuity of employment will accomplish this.

Wages (earnings) are made up of rates per hour multiplied by time worked. Time worked lies in part within the control of the management. While fluctuating traffic, weather and other causes beyond control affect time worked and therefore earnings, earnings are also affected by the management's employment policy and by its prevision in budget formulation. In the budget apportionment the return to the property of a stabilized force, integrated by a consciousness of appreciation and by the experience in team-work is often sacrificed to less lucrative objectives. The directors and executives are usually not in touch with the men and being remote think of them as mere mechanism to be set in motion or stopped as other power is applied or withdrawn. Regular conferences with representatives of employees would cure this false and morale killing conception.

WASTE IN LAY-OFFS

Forces regularly at work attain higher efficiency than forces disorganized by law-offs. These lay-offs occur in some branches because there is no work and in others (way and equipment) because although there is work, there is no money to pay for it. Usually the work is performed later in haste and in part at over-time rates. This is particularly the case in maintenance of equipment. Laying off men by reason of temporary lack of funds is not thrift but waste. Morale is reduced, team-work impaired, expense increased by reason of later over-time and by the failure to have equipment in condition to handle traffic when it returns to normal volume. Railroad managers doubtless are aware of this and do try rather feebly it appears to prevent lay-offs. Their interest is, however, much less than that of the employees concerned. Stoppage of income to a wage earner for even a month or two is a tragedy. His savings are soon exhausted, his family's standard of living lowered below the danger point, debt and humiliation follow, and as these misfortunes are not his fault he feels strong resent-

ment against the management which he holds responsible. His lack of knowledge for the reasons for the lay-off increases his bitterness. If he could be convinced of its necessity, he would feel less outraged. Conferences between his representatives and the management's to find means to reduce these lay-offs and keep him informed of the reasons for them when necessary would aid co-operation.

CONFERENCES WOULD AID REDUCTION OF THIS WASTE

Managements could increase the apprecition of identity of interest and thus the incentive to co-operation by instituting such conferences, keeping the situation before them, and endeavoring to work out with them means to reduce lay-offs to the lowest possible minimum. Action could be arrived at in conference which would tend to stabilize employment and methods developed to keep employees informed of the reasons for lay-offs in a manner which would command their confidence.

RECOGNITION BY MANAGEMENT OF WORKMEN'S DESIRE FOR SELF-EXPRESSION

Recognition of the employee's interest in his job and of his intelligence, such as conference with his representatives carries, would aid the co-operative spirit far more than handed-down benefits. Agreement admitting the employees' qualifications as a twentieth century man and workman, and providing avenues for his self-expression to the extent reasonably practicable, would be the fruitful mother of co-operation. Such agreements should establish regular contacts by

means of representatives not only to adjust grievances as now but to determine how far interests are joint, and to work jointly toward joint interest; specificially, to prevent unemployment, reduce waste, promote productivity and endeavor to make life in its working aspects more satisfying.

UTILIZATION OF PRESENT MACHINERY FOR CONTACT

There are now contracts to adjust grievances provided for in existing agreements which have been arrived at usually after war or threat of war. This armistice origin colors their operation. Gradually, however, even these conferences have become less and less pugnacious. Moderation and reasonableness on both sides grow with the interchange of views despite the fact that meetings take place only when definite controversies have been permitted to arise on which each side has taken a set position. It is then difficult for either to recede without an appearance of weakness or inconsistency. Furthermore, these conferences are for adjustment of grievances only. If the conferences were regular and their purposes included ascertainment of joint interest and means to promote it, reduction of waste and increase of production, removal of causes of grievance before they could become subject of controversy, they would still more effectively aid good relations. Mere sluggish peace would be displaced by a lively spirit of vigorous, healthy and intelligence satisfying co-operation.

ADDING CO-OPERATIVE FUNCTIONS TO GRIEVANCE COMMITTEEMEN

No adequate reason appears why grievance committeemen should not become also committeemen on co-operation, thus undertaking a function which includes adjustment of grievances.

There are advantages in utilizing existing machinery over building up something new and elaborate. Using the old makes for simplicity. It requires no great mental leap for railroad employees to conceive of a committee formerly concerned with the promotion of better relations by the removal of grievances now concerned also with the promotion of better relations by action toward joint interest of all kinds. Furthermore the utilization of personnel already in this field would commend the plan to employees. These committeemen have won their position because they possess leadership. They are trusted. They are trained also in a part of the tcehnique necessary to work out means of promoting joint interest. They have acquired a fairly wide view of the railroad business; know more than other workmen about men and managements. The existing committees are part of the machinery of the employees' organizations. Members know of them, know the committeemen and are in the habit of consulting these committeemen on appropriate subjects. The serving committeemen if won to the plan of co-operation would interpret it to their members, popularize it and assist in making it function. To create additional committees with new personnel would tend to confuse the employees, arouse the jealousy and opposition of the present committeemen and offers few compensating advantages.

GRIEVANCE COMMITTEEMEN CO-OPERATIVE COMMITTEEMEN ALSO

If organization rules could be easily changed it would be simplest to attach co-operative functions to grievance committees. But to amend these rules is a complicated process. To agree without preliminary with the organizations that grievance committees should hereafter exercise co-operative functions would infringe somewhat upon the non-union employees' right to express themselves on this subject. This infringement would be more apparent than real as railroad employees are ninety per cent organized; yet to avoid even the appearance of unfairness it would be well to provide non-union employees an opportunity to vote for whom they please as co-operative committeemen. An election would also provide opportunity for education in the plan and would arouse great interest. No reason exists why the members of the grievance committee should not be nominated by the labor organizations as members of the committee on co-operation. The co-operative committee should be designed to have as many members representing the men as the total membership of the grievance committees.

The development of grievance committees into co-operative committees throughout the railroad service would seem to be consistent with the logic of the situation. If both parties could be brought to agree to the enlargement of function, new character and name, a happier and healthier era would be entered upon.

MAINTENANCE OF EQUIPMENT DEPARTMENT BEST GROUND TO BEGIN ON

In the maintenance of equipment department conditions are peculiarly favorable for the establishment of co-operative committees. Shop committees in outside industries have been successful in promoting the co-operative spirit. In a number of such industries conditions are similar to those in railroad shops. Railroad shops are engaged on repair work in the main and outside industries on new work. This difference makes a complication which must be reckoned with, but it is insufficient to prevent successful functioning of railroad shop committees. The preponderance of considerations demand their establishment.

AGREEMENT WITH EMPLOYEES' ORGANIZATIONS BEST PROCEDURE FOR ESTABLISHING SHOP COMMITTEES

The advisability of developing shop committeemen out of existing grievance committeemen, or otherwise establishing shop committees should be first discussed with the general officers of the shop craft organizations. If they agree a plan should be worked out with the system representatives of these organizations. Probably a particular shop where conditions are deemed favorable should be selected as a starting point.

VALUE OF SHOP COMMITTEES

The establishment of shop committees by agreement would promote the co-operative spirit. What workmen and managers both seek would be brought nearer.

Earnings of regular employees would tend to increase. The committee in the joint interest would strive to stabilize the force and make employment continuous.

Productivity would increase and working conditions, improve as discussion ascertained joint interest and ways and means, and joint action realized them.

The desire of employees for recognition as men would be in the way of being gratified. They would possess an avenue for the expression of their desires as men, as craftsmen and as employees.

Matthew Woll, Vice-President of the American Federation of Labor, has well stated why regular conferences in a co-operative spirit would aid production.

"There is always a best way to do things—a better way of approaching and administering labor problems of production. Experience has demonstrated that the better way is by and through the exchange of information, experience and co-operation between employers and employees collectively. The workers usually possess knowledge of production totally outside the experience of employers. Their practical industrial training and experience develop knowledge they alone can possess. Industrial and business managers to acquire knowledge and develop an understanding totally outside of the experience and knowledge of the employees. Where there is an absence of a mutual understanding upon these different branches of business and industry there is a fullness of opportunity for misunderstanding, confusion and friction. It is imperative that

an interchange of information, experience and purposes of plans should be provided between employers and workers for their mutual and intelligent guidance, if a maximum of production is to be obtained with a minimum of confusion, waste and friction. This can only be accomplished through collective principles and procedure" ("Annals", Philadelphia Nov. 1920).

EMPLOYEE MEMBERSHIP OF JOINT SHOP COMMITTEE

The shop committee might be established either upon crafts or upon shop departments or upon a combination.

If by crafts, it might be made up of representatives of each craft, the grievance committees being developed into the shop committee or otherwise as the conference on the subject may decide.

If the departmental plan is deemed expedient, each department would elect committeemen.

The craft plan would have the advantage of being in line with the organization set up. It is essential to success that the plan secure the support of the shop craft organizations in shops where these organizations include the majority of the workers.

The plan of organization and procedure of the shop committee would be decided by the conference on the subject, between the system representatives of the shop crafts and the management.

EMPLOYER MEMBERSHIP

It would seem to be highly advantageous if not necessary to success, particularly at the outset, that there be direct contact between the shop

superintendent and the employees' committeemen, also preferably at the outset the transmuted grievance committeemen. To improve the quality and continuity of the contact afforded by the conferences representatives of the principal operations of the shop in the persons of the heads of department should be made members of the joint committee in numbers equal to and not to exceed the employees' representatives.

GENERAL FUNCTIONS OF JOINT SHOP COMMITTEES

The general functions of the shop committees would be to promote:

1. Better understanding by management of the needs, desires and problems of workmen, and by workmen of the objects and problems of management.

2. Stabilization of forces, reduction of unemployment and measures to reduce the injury to workmen caused by unemployment. Unemployment insurance.

3. The growth of faith, confidence and trust on both sides.

4. Ascertainment of and agreement upon a fair output.

5. Increase of production by elimination of waste and improvement of processes.

6. Elimination of causes of grievance and settlement of grievances.

The last named subject should be handled by a sub-committee composed of representatives of each side.

SHOP COMMITTEE AS MEANS OF INCREASING PRODUCTIVITY OF SHOP AS A UNIT: APPLICATION OF PART OF VALUE TO UNEMPLOYMENT INSURANCE FUND

A plan whereby the value of increased productivity might be applied to an unemployment insurance fund or other insurance fund might be worked out through the committee. The problem of agreeing with representatives of employees upon a minimum individual task in repair work such as is done in railroad shops, is difficult. Piece work in shops is opposed by the organizations for reasons which have considerable weight.

Yet a shop committee might agree with the shop on a minimum output *for the shop* for a period as a standard of productivity. Productivity above this would be super-productivity, the value of which might be ascertained and a part agreed upon paid by the company into an unemployment insurance or other insurance fund.

For example, a study might be made of the output (cars and locomotives repaired) in a shop during a term of years and the average calculated, say, for one year. An agreement could be made through the shop committee that an extra amount based on production beyond this average, say half its value during a year, would be paid into an insurance fund and credited to each craft in proportion to the aggregate of wages earned by the craft in that shop. A formula to ascertain the value of this super-productivity could be arrived at by agreement. Each craft and each individual in the craft would then have an incentive to co-operate.

PROVISIONS OF THE AGREEMENT NECESSARY FOR PROTECTION OF THE PARTIES

Provision could be made in the agreement for ascertainment of that part of increased productively attributable to new machinery but it would be simpler and less provocative of disagreement if new machinery could be installed prior to the time the agreement goes into effect or is renewed.

INSPECTION OF RECORDS

It would be necessary to provide that the employees' right to inspect the records be protected.

EFFECT OF SHUT-DOWNS

Shut-downs or lay-offs must not, of course, affect the reward for super-production already earned. Probably it could be ascertained and paid into the insurance fund at shorter periods than one year. The shorter the period within reason the more effective the incentive.

PENALTY FOR SHUT-DOWNS

An effective and fair penalty against the company for shut-downs or lay-offs would be that the company should pay to the fund the amount which would have been credited to it had production continued for the full term at the rate of the last normal month.

The agreement should include the following provisions:

It should be agreed: (1) That the company will allot sufficient work to the shop to keep it occu-

pied during the working hours and days of the period agreed to. The allotment should be adequate to occupy the stabilized force. (2) That the appropriation for labor will be a fair estimate of the labor cost of the work allotted. (3) That the appropriation for labor will not be drawn upon for other purposes. (4) That necessary supplies will be furnished as needed.

Productivity depends in part upon other factors, *e. g.,* the competency of superintendents and foremen; co-ordination; correct routing; maintenance of tools, etc. No agreement could be made unless the representatives of the employees believe the superintendent and foreman competent. The building up of an unemployment insurance fund in the manner suggested is practicable probably only after the successful operation of the shop committee plan for some time.

JURISDICTION OF COMMITTEES AND THEIR PROCEDURE

The general jurisdiction of shop committees would be the ascertainment of joint interest and action to further it.

The meetings of the joint committee with the shop superintendent should be held at the time he plans his expenditures for the ensuing month, if that is the planning period. The employee committeemen should be given adequate opportunity to understand the situation and to discuss it among themselves. Means to familiarize themselves with operating methods (schedule making, etc.) should be afforded. If the proposals of employee committeemen cannot be followed, the superintendent should spare no pains to explain the reasons.

The number of joint sub-committees and their functions is a matter for agreement. Such sub-committees in each main department might be provided for, composed of representatives of each party. By the use of this machinery routine matters capable of local handling in the department would not encumber the joint committee meetings, but would be handled directly by the joint sub-committees.

IF JOINT SHOP COMMITTEES SUCCESSFUL IN ONE SHOP, COULD BE EXTENDED

If shop committees work successfully in one shop they could be extended to other shops and a system committee established which would meet with the superintendent of equipment or other general officer. Finally adequate machinery might be devised to enable the shop employees to participate by representatives in the formulation of the maintenance of equipment budget.

CONFERENCE IN CO-OPERATIVE SPIRIT VALUABLE THROUGHOUT THE SERVICE

TRANSPORTATION

The department of transportation also offers opportunity for the ascertainment of joint interests and their furtherance through committees by stabilization of forces and otherwise. Here there is a field for closer co-operation with men in other branches of the service. Possibly a plan could be worked out for occasional conferences between representatives of employees in several branches and the management. There seem to be jealousies between train service employees and other which cannot fail to injure economy of operation.

The forces in the transportation department must be enlarged and reduced as traffic fluctuates. There are available means of stabilizing traffic, but these means involve the co-operation of agencies outside the railroad world. Joint action to secure such co-operation arrived at by conferences of joint committees might well further joint interest in this direction. The employees could secure assistance not available to the managements. The stabilization of traffic is a subject well worthy of the best minds in the railroad service.

MAINTENANCE OF WAY

In the maintenance of way department regularity of work is affected by the weather as well as by finances. This work is seasonal also. Efforts to reduce irregularity of employment and other waste by the establishment of a system of joint conferences between representatives would promote joint interest.

CLERICAL FORCES

The clerical forces, except freight handlers, are less subject to the vicissitudes of unemployment, and co-operative action apparently less promising. A study should be made of the possibilities herein.

INSURANCE AT JOINT EXPENSE SUBJECT MATTER FOR CONFERENCES

A large number of industrial and banking corporations and at least one railroad, assist in providing insurance for their employees against

death and the loss of earning power by reason of accident, disease or unemployment. Several insurance companies offer this class of insurance (except unemployment) at low rates, made possible through the grouping of a large number of risks. Among these are the Metropolitan Life, Equitable, and Prudential.

PARAMOUNT IMPORTANCE OF UNEMPLOYMENT INSURANCE

Economic security is among the strongest desires of railroad employees.

The minds of wage earners are more or less occupied by fears which divert their attention from their work to themselves, inhibit constructive processes of the mind and impair content and productivity.

Among these fears unemployment, debt and the sinking of the family into destitution is most poignant.

Saving is preached but is difficult, indeed almost impossible on the budgets of large classes without reducing the standard of living below the danger point.

This fear not only destroys constructive ideas which might be applied to the improvement of processes but it also is the cause of the practice of ca-canny. Men are fearful of working themselves out of a job.

As management is responsible for employing men and for providing work, when unemployment occurs the management is blamed. Hostility is thus created.

COMPLETE STABILIZATION NOT REALIZABLE

Railroad traffic is variable and its variations affect the amount of work and hence the workers necessary, particularly in the transportation department.

MANY CLASSES OF WORK ARE SEASONAL

Work is dependent also upon the possession of money to pay for it. When revenue is insufficient, no surplus available and credit not to be had no reasonable terms, men must be laid off to make expense balance income. Estimates of income often prove erroneous by reason of unforeseen traffic depressions, hence programs undertaken cannot be carried out and men engaged with every intention, to afford permanent employment must be furloughed or dismissed.

Complete stabilization accordingly may not be realized. Unemployment to some extent will exist in spite of every effort to prevent it.

VALUE OF UNEMPLOYMENT INSURANCE TO ALL PARTIES

Means exist to reduce the fear of what unemployment must occur with reference to certain classes at least of railroad employees. A fund may be built up during employment sufficient to aid materially in tiding employees over periods of enforced idleness.

The benefits to the management of such insurance will amply repay it for sharing the cost.

These advantages are:

1. Recognition by employees of the management's interest in their welfare; impelling the desire to make rturn.

2. Greater concentration on work and on the improvement of processes, less anxiety, less destructive fears, larger release of mental and physical energies now suppressed, hence greater productivity.

COST

The cost depends upon the duration of unemployment, the amount of benefits paid and how long paid, and upon the expense of administration.

A study should be made of the extent of unemployment in the appropriate classifications covering cyclical as well as seasonal fluctuations (five or seven years). If this study is impracticable by reason of change in classifications, lack of data or otherwise, a fair estimate can be made.

APPROPRIATE CLASSES

Unemployment insurance is practicable only for regular employees.

QUALIFICATION

Perhaps a reasonable definition of what should constitute qualification would be the presence on the railroad roster of the individual's name for during one year prior to the effective date of the plan.

ENGINEERS AND CONDUCTORS

Engineers of sufficient seniority are sure of reasonably continuous employment. Those of less seniority are demoted to firemen, when runs

as engineers are not available. Furthermore, their pay is usually sufficient to enable them to save to meet reductions in income. Unemployment insurance would not be of sufficient benefit to them to warrant installing it.

FIREMEN AND ENGINEMEN

Firemen and enginemen are appropriate for unemployment insurance. Practically thirty per cent of those rostered are now laid off.

SHOP TRADES

Unemployment insurance appropriate.

SWITCHMEN

Switchmen are subjected to the vicissitudes of traffic variation. Unemployment insurance is appropriate. A study of the duration and frequency of their unemployment is desirable.

CLERKS, ETC.

The seniority rule is here applied and stability of employment fairly well maintained. The employees laid off are in considerable part young men or women without families. In the main they have not devoted their lives to the railroad service as a career. The employment of station agents is substantially constant. Freight handlers and truckers include casual labor but some of this class do perform technical railroad work as, for example, weighers and checkers. Foremen are laid off to some extent and should be protected. A study should be made of this class; also of maintenance of way employees.

Signalmen's work is fairly continuous, as is also that of *Train Dispatchers* and *Telegraphers.*

RISK INSURED AGAINST

The risk is unemployment not arising from fault of the insured or from old age, sickness or accident. These risks should be covered separately. Dismissal for just cause is not covered. Disputes thereon are determined by the Railroad Labor Board.

Strikes prior to conference on disputes or prior to decision of the Labor Board if referred are unlawful. Non-compliance with the Board's decision by either party may also be unlawful. Under this state of the law a strike contrary to the Board's decision should not be regarded as a happening of the risk insured against. A strike in aid of this Board's decision is a risk insured against—the Board itself would be the proper agency to decide these questions. In England they are decided by an agreed upon umpire and the unions have not been adverse to such provisions, when thus safeguarded.

If men cause the risk insured against to happen by their own wrongful acts, the benefit does not accrue. Participation in a strike declared improper by the Labor Board should have the effect only of declaring that the risk insured against has not happened. If and when the striking employees are accepted when they offer to return to work all their rights revive.

Amount of Benefit is one-half the normal earnings of the employees, payable weekly.

Duration of Benefits—usually a maximum of fifteen weeks for any one separation from the accustomed work.

CHECKS AGAINST ABUSE

Unemployment insurance is payable only if the insured is unable to obtain employment. If employment is available in his accustomed occupation at his normal wage and within reasonable distance of his home, he must accept it.

The decision of such questions is difficult and delicate. Hence it is expedient that they shall be made by the workmen's own associates who are in touch with him and who have an interest in safeguarding the fund. The agency which best satisfies these requirements is the organization of which the employee is a member. If not a member of any organization special provision would have to be made.

CONTRIBUTORS

As both parties benefit, it is reasonable that the contributions should be shared. Equality of contribution seems equitable. The men would be financially unable to carry it alone and if the company bore the entire burden there would be less incentive to the men to prevent abuses.

ADMINISTRATION

In England, the employer within the Unemployment Insurance Act buys insurance stamps from the Government to the value of the joint weekly contribution and deducts one-half the cost from the workman's pay. The stamps are placed in the identification book of each workman with dates. The book must be presented when application is made to the Government employment officers by whom the benefits are paid.

The administration of a railroad unemployment insurance fund should be conducted by a joint committee on which the employees and company have equal representation.

Payment of allowances could be made by company disbursing officers upon presentation of identification book and application duly countersigned by the proper agent of the joint committee, due provision for reimbursement to the company from the fund having been provided for.

Uniformity of Premiums. Seniority regulates practically all branches of the railroad service. The youngest in service is laid off first and the oldest taken back first. Hence the risk is inverse to the length of service. The premium might be in due relation to the risk. In such case, the premium for the young in service will be proportionately heavy and might be so heavy as to make it unbearable. Relating the premium to the length of service is probably impracticable. It involves complicated records and tends to defeat the basis of insurance, the pooling of risks. It would appear necessary that the premium be absolute for all employees in the same class of service. The value of the insurance to any class would depend upon the experience of that class as to the extent of lay-offs and upon the average age in service. The insurance should, of course, be optional. Each man may then estimate its advantage for himself. Unless three-fourths of the members of a craft or class elect it, it is probably impracticable.

SCOPE

It seems impracticable to insure all railroad employees against unemployment. Some classes do not need it. Others, such as casual laborers, are too irregular and floating in character to be practicable subjects. In many classes the advantage to the individuals is variable on account of the seniority rule. Hence, it is necessary to limit it to those classes who are particularly exposed to fluctuations in employment for reasons other than seasonal or weather conditions and classes a majority of which the seniority rule does not adequately protect, as a practicable plan can be worked out only as to such classes. Among possible classes the shop crafts would seem to be first as to appropriateness. Their lay-offs are frequent and cut-deep.

ESTIMATE OF COST

In a number of industries the cost is about 1½ per cent. of the payroll. On this basis, assuming average earnings of $150 per month for journeymen in the shop crafts, it would cost each man $1.12 per month and the company the same amount.

LIFE, HEALTH AND ACCIDENT INSURANCE

The Delaware & Hudson Railroad Company has put in effect a plan for the above named insurance for its employees so far as they remain such together with insurance against discharge to the maximum value of $90 described in the following letter:

"From: The President.
"To: All Employees.
"Subject: Insurance.

"1. The Delaware & Hudson Company has entered into a contract with the Metropolitan Life Insurance Company by which it has insured the lives of all employees who have been continuously on its payrolls for more than two years, and who are actually and actively in its service on or after this date, securing for each employee having such minimum length of service, irrespective of the nature of his work, his age, or the state of his health, and without cost to himself, a policy payable at death in the sum of $500.

"2. In case of total and permanent disability, the sum of $500 will be paid to the insured employee in monthly instalments. In case of death, payments will be made immediately to the beneficiary named by such policy. The contract also permits groups of employees who wish to do so, to take additional insurance without medical examination and without reference to age, at the exceedingly low rates herein set forth.

"3. To all such employees, who have been continuously in its service two years or more, wishing such additional life insurance, or protection against sickness or accident, the company makes the following offer:

"'FIRST: If any group of employees take, under this plan, more than $500 additional life and total disability insurance, for each member, the company will pay the balance of the monthly premiums above the amount stated below, on such

additional insurance in excess of $500. A group, under this plan, must consist, under the life insurance law, of not less than three-fourths of the employees in any class; application therefor must be made before March 31, 1922; no employee can be insured for more than $5,000, nor for more than the multiple of $200 nearest his average compensation for the preceding two years. A group may consist of employees of the same class; as for example locomotive engineers, station agents, boilermakers, etc.; or it may consist of those employed at the same place or within the same area.

"'Under this plan every employee with two years length of service receives $500 life and total disability insurance without cost. By co-operation with a sufficient number in his class, and the aid of the Company, he can have a total of

$1,000 for 60c per month,
2,000 for $1.20 per month,
3,000 for $1.80 per month,
4,000 for $2.40 per month, or
5,000 for $3.00 per month,

subject to the maximum limit above indicated. The cost in excess of these amounts will be paid by the company.

"'Not only is the full amount of each policy payable to the beneficiary in case of death, but it is also payable in case of permanent, total disability, whether from accident or sickness. In case of total and permanent disability, the Life Insurance Company undertakes to pay the full amount of the policy in sixty (60) monthly instalments beginning within not more than six months.

"'SECOND: A policy covering loss of work by sickness is provided for, under

which the benefits are at the rate of $15 per week for a period of twenty-six (26) weeks, beginning with the eighth day of incapacity. The premium on this insurance is $1.26 per month, or $15.12 per year, and must be borne entirely by the policy holder. A certificate will be issued upon application, before March 31, 1922, by any group such as previously described.

"'THIRD: A policy covering loss of work by accident, exclusive of injury covered by workmen's compensation laws, is provided under which benefits are at the rate of $15 per week for a period of twenty-six (26) weeks, beginning with the eighth day of incapacity. The premium for this insurance is 24c. per month, or $2.88 per year, to be paid by employees. Employees under sixty years of age may also obtain accident insurance covering death or dismemberment from any actual cause, including accidents covered by workmen's compensation laws, at the rate of $4.00 per $1,000, to be paid by employees, the total of such insurance not to exceed the amount of life insurance carried under the plan. These offers are similarly conditioned upon application for such insurance being made before March 31, 1922, by group, such as previously described.

"'FOURTH: The company will undertake directly to insure employees against unemployment resulting from dismissal from any cause, providing payments of $15 (employees whose average annual wages during the preceding two years do not exceed $1,000 will be paid $10 per week for the same period) per week for

six weeks, or for so much of that time as a discharge employee may be unable to find employment, conditioned upon such employee having subscribed for and contributed toward the cost of at least two of the three forms of insurance provided under the group plan, as above outlined.

"'This provision for unemployment insurance is prompted by the desire of the company to provide continued employment under conditions as favorable as possible, to promote greater ease in the conditions of employment by freeing the employees from anxiety, and to secure and maintain the most highly successful operation of the property, which is obtainable only through interested cooperation.

"'FIFTH: The company proposes to continue its present system of pensions, under which, in its discretion, pensions are granted to employees who have been in service of the company twenty-five years or more, and who have reached the age of seventy, or who, upon reaching the age of sixty-five, are incapacitated for service, and under which a monthly sum to be paid to the pensioned employee is determined to equal to one per cent of the average monthly earnings of the employee during his preceding ten years' service, multiplied by the number of years of service with the company.'

"Those employees who have not been in the service of The Delaware & Hudson Company the full two years, up to the date of this announcement, will be included in this insurance plan, and entitled to all the benefits hereof, including the $500 life and total disability insurance provided, without any expense to them, as soon as they

have completed two years of continuous service.

"Employees leaving the service of the Company for any reason will be able, upon notice to the Life Insurance Company within thirty days, to exchange their certificates without medical examination for policies in the same amount, but will thereafter pay the regular rate for the ages at which such new insurance is subject to.

"Employees who have been with the Company as long as six months, but not for two years, will receive identical life and disability insurance, without expense to them, in the sum of $250 and may take not more than $250 additional, in groups at a monthly cost to them of eighteen cents. On attaining two years of service, such employees will automatically become entitled to all the benefits of the plan.

"The within plan and offer are wholly voluntary on the part of the Delaware & Hudson Company, which reserves the right to cancel, withdraw, discontinue or modify the plan and these offers, at any time and at its option. In case of the discontinuance of the plan, the Life Insurance Company undertakes to issue to any employee requesting the same, provided individual application therefor is made within thirty-one days of the date of such discontinuance, a new policy or policies, upon plans applicable to the character of the risk, in equal amount or amounts, without medical examination, but at the ordinary rate chargeable in respect to such amounts of insurance at the then age of such insured person."

COMMENTS ON D. & H. PLAN

The "unemployment insurance" so-called of the Delaware & Hudson is against dismissal and does not cover lay-offs. It therefore affords no protection against the risk which most troubles railroad employees.

The plan becomes effective as to any class of employees, except as to $500 life policy, only when three-fourths of the members of any class, as, for example, boilermakers, car men, etc., accept the offer.

It is understood that this plan was promulgated without conference with the employees concerned. Information from the railroad and insurance companies is to the effect that the plan has been accepted by the necessary number of a large percentage of the groups. It is believed, however, that the plan would have been a more effective agency for promoting co-operation had it grown out of conferences with the representatives of the employees concerned.

The cost of the insurance over the $500 free policy is understood to be paid entirely by the employees through the deduction of the necessary amounts from their pay, as follows: Additional life $500, 60c. per month; further additional life, 6c. per month for each $100 over the first $1,000 Health Insurance: Sick benefits, 16c. per week, $1.26 per month; Accident Insurance $15 per week, 24c. per month. Accidental death and dismemberment insurance, equal to total life insurance 33c. per month for each $1,000. The so-called unemployment insurance specified is free of cost to the employee upon condition that he subscribes to at least two of the three classes of insurance provided. Probably it was added to destroy the argument against participation to the effect that an employee discharged would lose his paid-in premiums. The approximate cost to the railroad company of the insurance for which it pays (except unemployment) is from one to one and one-half per cent. of the total amount of insurance.

INSURANCE BY OTHER COMPANIES

A number of railroad companies insure their employees. The Union Pacific, for example, insures at its expense in varying amounts every employee receiving $4,000 per year or less against death, sickness and injury.

OTHER MEANS OF PROMOTING CO-OPERATIVE SPIRIT

The executive officers of railroads can do much to promote co-operation by adopting a policy of consideration and by maintaining personal contact with employees. Evidence of a desire together with an effort to establish a friendly relationship has effect. Outside the railroad field, the American Telegraph and Telephone Company, among many others, has achieved good results largely through this method of furthering co-operation.

TRAINING OF FOREMEN

As the attitude of the foremen is of enormous importance in the application of co-operative principles, means of improving his technique in this field should be alluded to. The foreman reflects to the rank and file of workers the attitude

of the company. A number of industrial companies have established courses in the art of handling men for foremen.

PROMOTION OF SAFETY OF EMPLOYEES AS MEANS TOWARD CO-OPERATIVE SPIRIT

Many railroads have established Safety Committees (Central, divisional, local, shop and terminal) composed of employees and officials. These committees initiate, consider and recommend proposals looking to the elimination of risks to employees and the public in railroad operation. The Northwestern established such committees in 1912. Since that date, to March, 1922, they have made 56,206 recommendations, of which all but 2,475 were put into effect. The members of the committees are appointed by railroad officers.

PENSION FUNDS

A number of railroads maintain pension funds. In general the employees' organizations regard them as instruments designed to drive a wedge between the workman and his organization by binding him in interest to his employment and thus reduce the striking power of his union. The organizations have succeeded in breaking down compulsory contributions by employees. What pension funds now exist are maintained either by contributions of the company or such contributions supplemented by voluntary contributions of individual employees. The Railroad Brotherhoods maintain "Beneficiary Departments" providing benefits in case of disability or old age.

CONFERENCE ON THIS SUBJECT ADVISABLE

Conference between representatives of railroad companies maintaining pension funds and organizations also maintaining such funds might be able to work out a plan whereby both parties would contribute to a joint fund available for the same uses, thus increasing the benefits and decreasing the expenses.

The diversity in interest between the parties might be met by appropriate provisions. The employees naturally wish to be able to strike without losing their benefits. A fair provision would be that the custodian of the fund should return premiums paid by the company during a specified period, say six months, in case of a strike, the question of its justice to be decided by an agreed umpire. Of course the company would not pay premiums to the fund for the period an unjustifiable strike lasted, but the strike should have no effect upon the rights of employees otherwise qualified for pensions.

THE PRESENT A FAVORABLE TIME FOR INSTITUTING CO-OPERATIVE MACHINERY

The war and events since the treaty of Versailles must have convinced reasonable men that combat and a peace imposed and sanctioned by force brings woe alike to victor and vanquished. Industrial war and armed truce carry like evils in their train. The Washington Conference succeeded because it substituted the ascertainment of mutuality of interest by free and equal representatives and an agreement by consent for coercion. In many branches of industry co-opera-

tion has taken the place of war through agreements to stabilize employment, promote joint interest and increase production entered into between representatives of the managements and of the employees. The railroad industry possesses factors peculiarly qualifying it for co-operative action. Railroad employees constitute a highly intelligent and disciplined body of men. They are well organized and trained in the technique of democracy. Several of their organizations carry on complicated enterprises as well as govern themselves. Their leaders have constructive ability and are in general moderate and responsible and are aware of the essentials for business success. These organizations, if given an incentive to aid railroad productivity, would bring into action force of enormous power and value now suppressed.

RECOMMENDATIONS

1. A management desirous of promoting the co-operative spirit should determine with what classes of employees it is judicious to begin. The shop crafts are recommended as affording the best opportunity. The subject should then be discussed informally through a representative with the general officers of the shop crafts organizations, upon the basis of this or a revised memorandum. If the general officers approve the subject should then be taken up with the system representative and an agreement reached as to the scope and provisions of the plan.

2. A particular officer of the railroad should be charged with the responsibility of handling the development of the plan and of studying and submitting available methods of co-operation to the proper officer. Without such responsibility and particular care, the plan suggested would probably not succeed. It is a delicate matter to introduce and gear up new machinery with old. Many adjustments are necessary. They should be made by a hand and mind friendly to the plan.

Many large industries provide in their plans of organization for personnel managers. It is the function of these officers to promote personnel productivity. Among other methods of accomplishing this these officers endeavor in all intelligent ways to promote the development of the co-operative spirit. On railroads this function is imposed upon operating officers who are overburdened with mechanical problems. Therefore it is in general neglected. Qualified personnel managers doubtless would be valuable to most railroads.

In any event it should be made the duty of some railroad officer free from all other duties to develop means of co-operation, submit them to the president or board of directors and put them in effect to the extent and in the manner the president and directors may determine. To him should be committed the duty of developing the plan of conferences on co-operation outlined in the foregoing memorandum.

APPENDIX

TENTATIVE PLAN FOR SHOP COMMITTEE

AMERICAN RAILROAD COMPANY, LINCOLN SHOPS

Aims. The management of the American Railroad Company and the workmen of the Lincoln Shops recognize that both parties would be benefited by—

1. A better understanding by the management of the needs, desires and problems of workmen and by workmen of the objects and problems of the management.

2. The stabilization of the shop forces, the reduction of unemployment to a minimum and the improvement of team work.

3. The establishment of confidence in each party of the friendly intentions and considerateness of the other, so that a spirit of co-operation may come into being and bring about good relations between management and workmen.

4. Ascertainment of and agreement upon a fair output.

5. The increase of productivity.

6. Elimination of causes of discontent.

Means. Management and workmen alike believing in the principle of representation, in each other's fairness and intelligence, and that the foregoing and other joint interests can best be

ascertained and furthered and diversities of interest ascertained and settled by conference of representatives of the parties, hereby establish accordingly this plan of regular conference through a joint shop committee.

Jurisdiction. The joint committee shall consider and endeavor to agree upon methods of furthering the foregoing joint interests. It may consider among other means to those ends the following:

1. Elimination of waste in materials or the wage appropriation.

2. Improved co-ordination between the several departments of the shop.

3. Proper scheduling of work through the shop.

4. Proper storage and care of material.

5. Adequate supply of hand tools and their maintenance in proper condition.

6. Better grouping of machine tools.

7. Better machine operation and crane service.

8. Improvement of processes.

9. Improvement in classification of repairs.

10. Improvement in methods of handling and disposing of scrap.

11. Better inspection of scrap and reclamation of useful material.

12. Improvement of shop and grounds from the standpoint of health and comfort.

13. Promotion of safety.

14. Plans whereby a part, of the value of productivity above an agreed minimum will be paid into an unemployment insurance or other insurance fund or otherwise disposed of to joint advantage.

15. The establishment of life, health, accident and unemployment insurance.

Committees. The joint shop committee shall have power to establish appropriate sub-committees, determine their jurisdiction, the method of selecting their members, and their procedure.

General Provisions. 1. As the responsibility for economic operation of the railroad is imposed by law on the management, final decisions on proposals affecting such operation remains with the management but no proposals made by the committee will be arbitrarily denied.

2. There shall be no discrimination in the operation of the plan as between union and non-union workmen.

Representatives of Employees—How to be Chosen. All workmen employed in the following crafts or occupations shall be entitled to elect three representatives for each craft or occupation, each craft or occupation holding a separate election. The said crafts or occupations shall be the following: (Here set out occupations determined upon.)

The election shall be by ballot similar to that

provided by the Railroad Labor Board in the Pennsylvania dispute of 1921.

Representatives of Management—How Chosen. The shop superintendent and foremen, heads of departments shall be company members of the joint committee. The shop superintendent shall be entitled to appoint such additional members of the joint committee to represent the management as will make the total number of company representatives equal the number of employee representatives.

Times of Meeting. Meetings shall be regular or special. The regular meetings shall be monthly and shall be held a reasonable time prior to the day on which the shop superintendent has been accustomed to put into effect his plan of operation of the shop for the ensuing month.

Prior to each meeting, the superintendent shall provide each member of the committee with a statement of the condition of the appropriation for the shop together with an estimate of the work to be accomplished on such appropriation and the proposed method of doing the work.

Officers and Procedure. The officers of the committee and its order of business shall be determined by the committee.

Appeals from Decision of Superintendent. No proposal adopted shall take effect unless the shop superintendent concurs. Appeal from the adverse decision of the shop superintendent may be provided for as agreed by the joint committee

with the concurring vote of the shop superintendent.

Amendments. The committee may at any regular meeting adopt proposals for amendments by majority vote of the members and with the concurring vote of the shop superintendent. Such proposal shall be submitted to the membership of the crafts and occupations, parties to the agreement for vote by ballot and shall go into effect if adopted, as provided by the proposal.

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